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An Annual Report to Governor Christopher S. Bond

*MISSOURI'S
IMPLEMENTATION
OF THE
JOB TRAINING
PARTNERSHIP
ACT*

from The Missouri Job Training Coordinating Council

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TO THE GOVERNOR OF MISSOURI

The Honorable Christopher S. Bond
Governor of Missouri
State Capitol Building
Jefferson City, Missouri 65101

Dear Governor Bond:

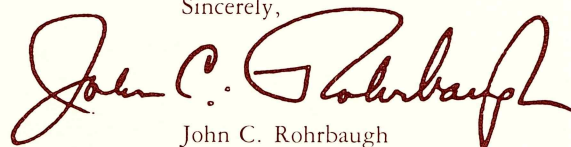
As required by Section 122(b)(6) of Public Law 97-300, I am pleased to submit the annual report of the Missouri Job Training Coordinating Council on the performance of Job Training Partnership Act (JTPA) programs in Missouri for the period October 1, 1983 through June 30, 1984.

The implementation of the JTPA presented considerable challenges to State and local governments, business, and the labor communities. This partnership, which is pivotal to JTPA's longer term success, requires that those groups cooperate to support the development of a flexible, demand-oriented job training system to train eligible Missourians in skills needed by Missouri employers.

In large part, the success of the JTPA in Missouri ultimately depends on the continued strength and energy of the State's fourteen Private Industry Councils (PICs). Your State Job Training Council's assessment of the Missouri Private Industry Councils' efforts and effectiveness is a very positive one. Considerable time and attention by our PICs contributed to the improved outcomes of the citizens who entered and completed training programs during the past year.

This report describes the progress our state has made in training and placing the disadvantaged and dislocated in jobs during the first nine months of activity. It also notes those programmatic areas needing improvement during the upcoming year. Based on the positive results gained from our first year's efforts, we are optimistic about achieving these goals for improvement in 1985-86.

Sincerely,



John C. Rohrbaugh
Chairman

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DEPOSITORY DOCUMENT

MISSOURI JOB TRAINING COORDINATING COUNCIL MEMBERS

Name/Affiliation	Representing
John C. Rohrbaugh, MJTCC Chairman Emerson Electric Company	Business and Industry
Shaila Aery Commissioner, Department of Higher Education	State Agency
Randy Best Chairman of the Governor's Committee on Employment of the Handicapped and Treasurer, Clark County	State Agency
Douglas Boschert Missouri State Representative	Local Government
Norman E. Capps Electronic Computer Programming Institute	Business and Industry
Barbara Carroll Pipe Fabricators, Inc.	Business and Industry
Ken Christgen, Jr. Walnut Products, Inc. and Christgen Petroleum Co.	Business and Industry
George P. Clark President, Carpenters' Council, Local 1310	Organized Labor
John Clement Bear's Best Foods, Inc.	Business and Industry
H. C. Compton Presiding Commissioner, Greene County	Local Government
Harold Dielmann Mayor, City of Creve Coeur	Local Government
Jo H. Frappier Director, Department of Consumer Affairs, Regulation and Licensing	State Agency
Bob F. Griffin Speaker of the House of Representatives	State Legislature
Mysie Keene Cape Realty Companies	Business and Industry
Helene Kelley Presiding Commissioner, Butler County	Local Government
Arthur Mallory Commissioner of Elementary and Secondary Education	State Agency

Name/Affiliation	Representing
William J. Mann Chancellor, Metropolitan Community Colleges	Local Education Agency
Samuel L. Marshall Kansas City Department of Urban Affairs	Local Government
Jack McCarthy Kansas City Alliance of Business	Business and Industry
Daniel J. McVey President, Missouri State Labor Council	Organized Labor
Jess Potter Masters-Jackson, Inc.	Business and Industry
John E. Scott President Pro Tem of the Senate	State Legislature
James Shoemaker Graff Vocational Extension Skills Center	Local Education Agency
Donald Shook President, East Central Community College	Local Education Agency
Paula Smith Director, Department of Labor and Industrial Relations	State Agency
Yvonne Sparks City Venture Corporation	Community Based Organization
John A. Strickland McDonnell Douglas Corporation	Business and Industry
William Thudium Prudential Insurance Company	Business and Industry
Earl Wheeler President, Kansas City Labor Council	Organized Labor

ABBREVIATIONS

CETA	Comprehensive Employment and Training Act	MJTCC	Missouri Job Training Coordinating Council
FY	Fiscal Year	OJT	On-the-Job Training
JTPA	Job Training Partnership Act	PIC	Private Industry Council
JSAP	Job Search Assistance Program	PY	Program Year
LEO	Local Elected Official	SDA	Service Delivery Area
		SKT	Skill Training
		TY	Transition Year

GOVERNOR'S GOALS AND OBJECTIVES

At the April 18, 1983 Missouri Job Training Coordinating Council meeting, the Honorable Christopher S. Bond outlined his goals and objectives for the new Job Training Partnership Act in Missouri.

Goal.

To engage in a broad range of employment and training activities that 1) meet the needs of existing business and industry and 2) will help create an environment attractive to new business and industry. This will be achieved through the following objectives:

- Increased availability of employment and job training programs that provide Missourians with the basic educational levels, occupational skills and special training required by employers.
- Emphasis on economic development activities that 1) attract new business and industry and 2) encourage existing employers to expand their work forces and provide new training opportunities.
- Development of a flexible program structure responsive to changing employer needs.

Goal.

To make available to clients a package of employment-related services that address individual needs and move participants towards greater economic self-sufficiency. This will be achieved through the following objectives:

- Availability of job seeking skills and support services necessary for effective participation in training programs.
- Increasing employment opportunities for individuals facing special barriers to employment (e.g., elderly, youth, economically disadvantaged minorities, women, handicapped, and dislocated workers).

- Aggressive enrollment of welfare recipients in employment and training programs with the goal of decreasing economic dependence on public funds.
- Encouraging program participants to assume responsibility for independent skills development.

Goal.

Coordination of public and private employment and training activities so that services are provided in an efficient and cost-effective manner. This will be achieved through the following objectives:

- Incorporating Governor's goals and objectives into policies of state agencies delivering employment-related services (e.g., identification of priority support services, targeted client groups, employer-oriented employment and training activities).
- Full utilization of existing education, employment and social services so that JTPA funds are used to create job training opportunities.
- Avoidance of costly and burdensome duplications and gaps in service delivery and administrative activity.
- Encouraging the development of local service delivery plans that 1) reflect the Governor's goals and objectives, and 2) are coordinated with existing public and private training programs.
- Efficient and effective use of available resources through exchange of program knowledge, technical assistance and other relevant information.
- Emphasis on programs which have the best chance of producing the outcomes identified in the Governor's goals and objectives.

JTPA: THE LEGISLATIVE CONCEPT

On October 1, 1983, the Job Training Partnership Act was officially implemented throughout Missouri, replacing the Comprehensive Employment and Training Act (CETA). Commonly referred to as "JTPA," the Act is a landmark in public employment and training legislation.

JTPA continues a long-standing federal commitment to assist people with serious employment barriers in becoming productive members of the labor force. A new emphasis in this Act is its design which transforms the public jobs programs of the past into a flexible, coordinated system of job training that can equip more people with skills currently needed by employers in the private sector. The Act shifts responsibility for policy and implementation from the federal government to state government, and for job training program design and administration from local government to a local partnership of Private Industry Councils and local government. By developing and implementing programs at the state and local levels, participants and employers are provided a more flexible and responsive way to train and hire replacements or additions to the private sector work force.

JTPA: THE MISSOURI SYSTEM

Responsibilities of the Governor, the Missouri Job Training Coordinating Council, Chief Local Elected Officials, and Private Industry Councils

The Job Training Partnership Act requires the Governor to assume general oversight authority for local job training programs, and to be responsible for overall coordination of local and statewide programs. State government is also responsible for administering a number of special statewide jobs programs.

The Missouri Job Training Coordinating Council

As a part of the oversight umbrella

developed by the Act, Governor Bond appointed a thirty-member Missouri Job Training Coordinating Council. Over one-third of the members of the Coordinating Council are representatives of business and industry, with the remainder representing labor, education, State and local government, and the general population as prescribed by the Act.

Together, the Governor and the Coordinating Council establish statewide performance goals for Missouri's employment and job training programs and develop a Coordination and Special Services Plan supporting these goals. In addition to listing coordination criteria for local service delivery area (SDA) activities, the Governor's Plan describes how the State will use its state set-aside funds and Title III Dislocated Worker funds. Additionally, the Council reviews and recommends action on SDA plans and monitors overall performance of the job training system. These responsibilities are ongoing.

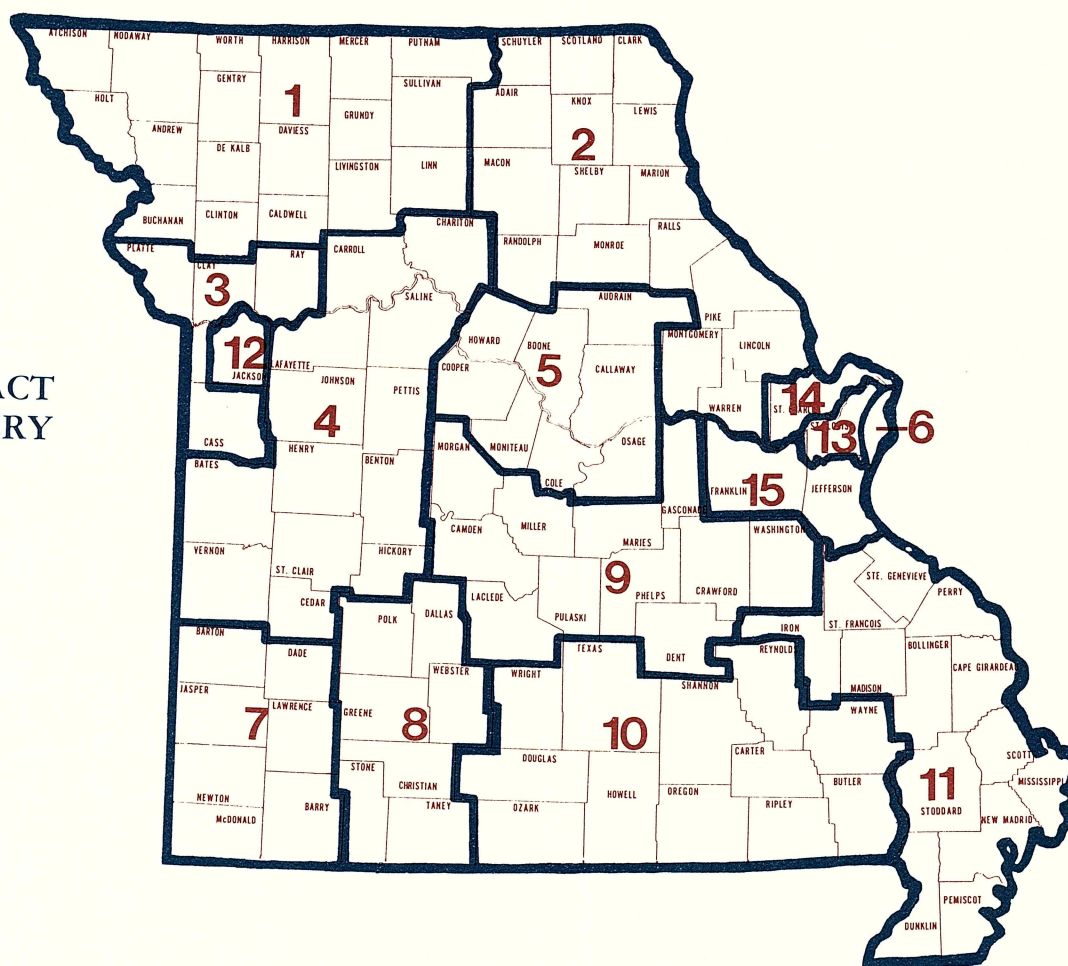
Service Delivery Area Structure

The Act requires the Governor to designate a group of substate service delivery areas (SDAs) which act as local policy, planning, and program subsidiaries. Annually, each SDA is allocated JTPA Title II training funds based on the same funding formula used by the federal government to distribute similar funds to the State. There are 15 SDAs in Missouri which are directed by Private Industry Councils (PICs) and the areas' chief local elected officials.

The Act requires that, at a minimum, a simple majority of a PIC's membership be private sector; business owners or executives. In Missouri approximately two-thirds of the PIC membership come from this category. The other third of the members are selected from labor, education, rehabilitation agencies, economic development agencies, public employment service, and community based organizations. Each PIC plans

Chief local elected officials have major responsibilities in JTPA implementation. Besides playing a key role in the designation of service delivery area boundaries, these elected officials seek nominees for the various required categories of PIC membership and appoint the membership. On an

MISSOURI JOB TRAINING PARTNERSHIP ACT SERVICE DELIVERY AREAS



**SDA
ADMINISTRATIVE
ENTITIES**

SDA #

Administrator

1	Area Job Training Partnership Administration Trenton Junior College 101 E. 8th St. Trenton, Missouri 64683
2	The Area II Development Corporation Box 37 Monroe City, Missouri 63456
3	Urban Affairs 4th Floor, City Hall Kansas City, Missouri 64106
4	Western Missouri Private Industry Council, Inc. 1600 Clarendon Road Sedalia, Missouri 65301
5	Kingdom of Callaway Chamber of Commerce Callaway Bank Building Fulton, Missouri 65251
6	St. Louis Agency for Training and Employment 317 N. 11th St., 4th Floor St. Louis, Missouri 63101
7	Ozark Gateway Council of Gov'ts. 2008 Sergeant Freeman Building, 5th Floor Joplin, Missouri 64801
8	Department of Human Resources 299 East Commercial Springfield, Missouri 65803
9	Lake of the Ozarks Council of Local Gov't. P.O. Box 786 Camdenton, Missouri 65020
10	Ozark Action, Inc. P.O. Box 588 710 East Main Street West Plains, Missouri 65775
11	Southeast Missouri Private Industry Council 356 North Henderson Cape Girardeau, Missouri 63701
12	Private Industry Council SDA 12 Hidden Creek Office Park 4216 S. Hocker, Suite 100 Independence, Missouri 64055
13	Department of Human Resources 555 South Brentwood Blvd. Clayton, Missouri 63105
14	Office of Employment & Training Programs 1 Westbury Plaza St. Charles, Missouri 63301
15	Jefferson-Franklin Counties, Inc. P.O. Box 362 Hillsboro, Missouri 63050

The Division of Manpower Planning: An Overview

The Division of Manpower Planning is the designated State agency which administers federal and state job training funds appropriated by the Missouri General Assembly. On behalf of the Governor, the Division plans, manages, monitors, and evaluates JTPA programs, provides technical assistance to PICs and SDAs, and implements several statewide JTPA combination programs. Manpower Planning staffs the Missouri Job Training Coordinating Council.

Statewide programs which the Division of Manpower Planning plans and implements include:

Missouri Customized Training

Funds available under this program are used to train JTPA eligible individuals for jobs with new and expanding businesses. These programs are funded through contracts between state education agencies, local service delivery areas, and other state agencies. Employer responsive customized training programs provide eligible participants employment opportunities with new or expanding employers in the State. Customized Training can involve two basic methods for teaching skills: classroom training where trainees learn theory and technical aspects of the job; and on-the-job training where trainees learn from actual hands-on experience in a work situation. Training project activities can be delivered through a private training institution, an area vocational/technical school, junior college, or college. An employer's own employees can also be temporarily certified as vocational instructors through the Department of Elementary and Secondary Education. During the nine month transition year (October 1,

1983 through June 30, 1984), the Division of Manpower Planning (DMP) and PICs throughout the State have trained over 3,000 eligible citizens for jobs in approximately 300 new or expanding Missouri businesses.

Title III Dislocated Worker Program

Missouri workers who have received notice of lay-off or are long-term unemployed and have little likelihood of returning to their previous industry or occupation are eligible for services through this program. Training and services for dislocated workers include outreach and intake, assessment and testing, job search assistance training, personal and career counseling, supportive services, job development, on-the-job training, and classroom skill training. Many dislocated workers simply need to learn how to find their own job and will, on their own initiative, after receiving sufficient training and support. Training in job search is by far the most cost effective means of reemploying dislocated workers. During the transition year, over 5,700 dislocated workers received retraining and services from the State with an entered employment rate of over 81 percent.

Title II-A Training Program for Older Individuals

This program provides job training activities for economically disadvantaged older workers (age 55 years and older) by helping remove barriers of employment that prevent senior citizens from getting jobs. Through the use of part-time and full-time on-the-job training (OJT) and job search assistance, operators design programs to identify and meet the training and employment needs of the older worker. The programs help identify specific private sector occupations and industries that employ older workers and give them the opportunity to remain in or rejoin the work force, lead productive lives, and, most importantly, earn an income.

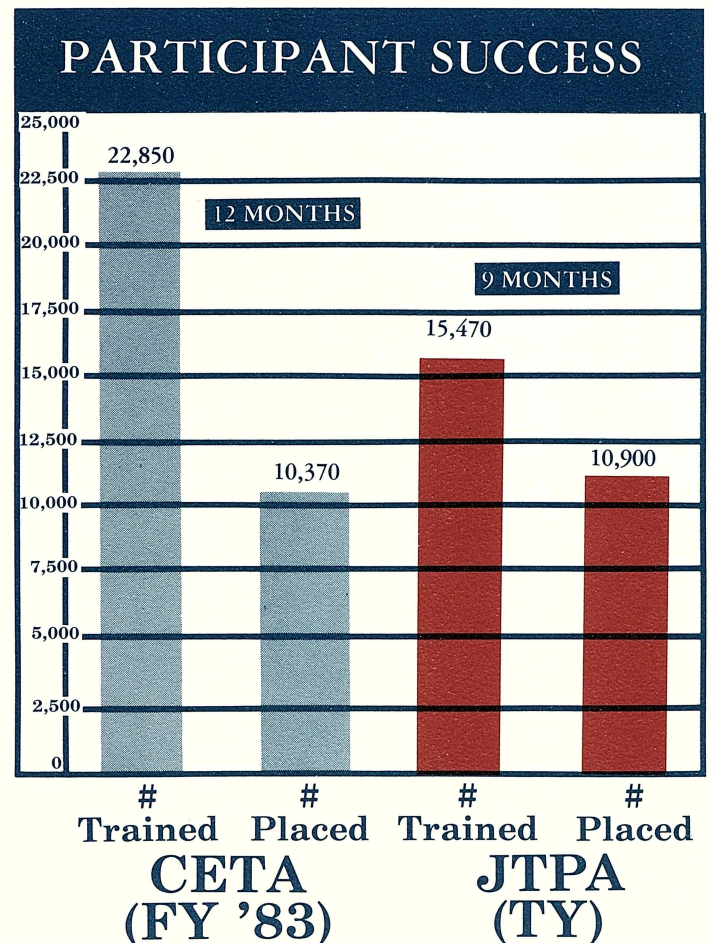
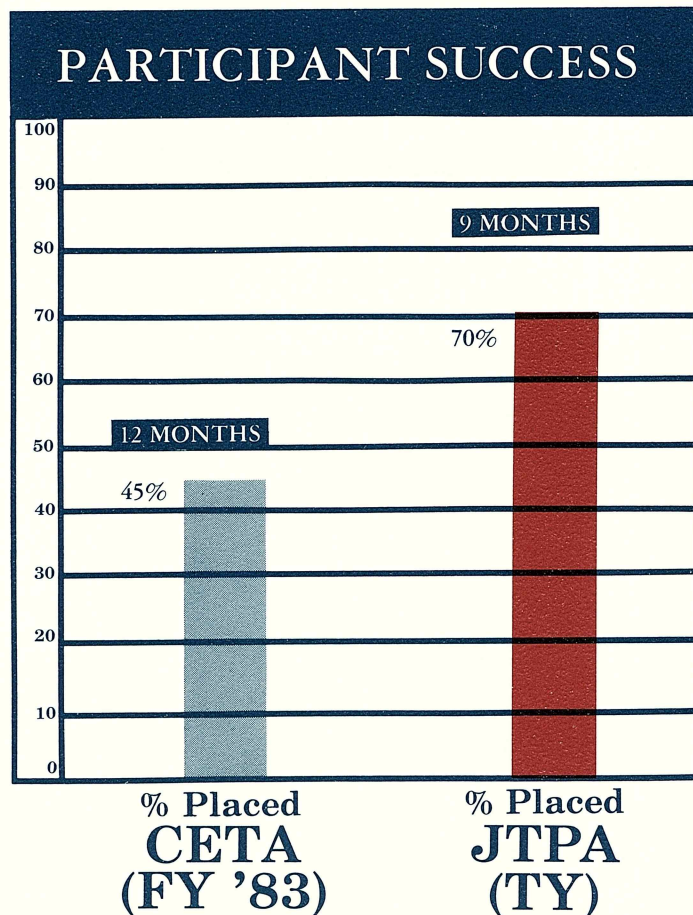
MISSOURI'S JTPA: AN ASSESSMENT OF PERFORMANCE

During the transition year, almost 20,000 individuals enrolled in JTPA training programs for disadvantaged adults, youth, or dislocated workers. Of those who enrolled, over 15,000 completed training, and approximately 11,000 of those who completed were placed in jobs. Additionally, approximately 2,000 youth successfully completed their programs' objectives.

Unlike CETA which was process oriented, JTPA specifies that program performance under the Act is evaluated using performance measures which incorporate "return on investment" principles. These principles include increased employment and earnings for program participants and reduced welfare dependency.

CETA vs. JTPA

Comparing comparable CETA and JTPA data, for Fiscal Year 1983 CETA and Transition Year 1984 JTPA, shows Missouri fared well under JTPA. During the transition year of JTPA, 19,971 Missourians entered training programs throughout the State. Of the 15,470 participants who completed training during the year, 10,900 were placed in jobs. This represents a 70 percent entered employment rate, compared to a 45 percent rate statewide during the last full year of CETA - a significant improvement.



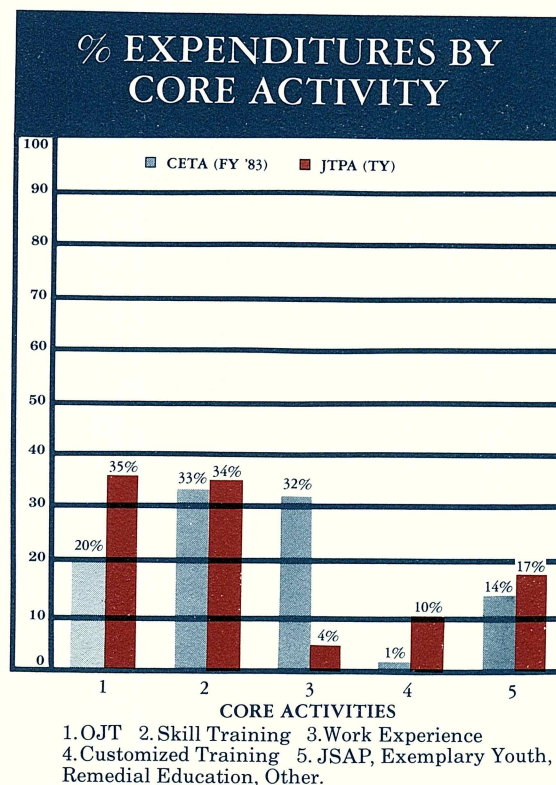
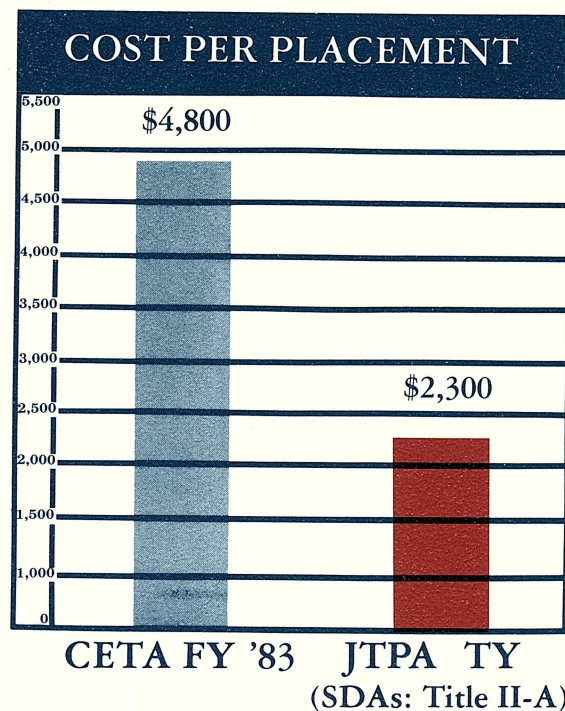
The transition year for implementing JTPA programs was only nine months. Despite this time restriction, performance under JTPA still shows a substantial improvement over CETA. JTPA has also proven to be a more cost efficient program than CETA. The cost of placing each participant in a job has been reduced from \$4,800 under CETA to \$2,300 for the service delivery areas under Title II-A during the transition year of JTPA. Thus, the cost of training successful participants has been reduced by 52 percent.

Training Activity Emphasis

Further, there has been a substantial shift in the mix of program activities from CETA to JTPA. Twenty percent of the fiscal year 1983 CETA funds were spent on OJT, while 35 percent of the transition year SDA expenditures were spent on the same activity. This represents an increase in OJT expenditures of 75 percent. Classroom Skill Training expenditures, on a percentage basis, have remained relatively the same since the last year of CETA. There has, however, been a dramatic decrease in the percentage of funds for Work Experience activities.

Customized Training was introduced as a major training activity during the transition year. It was a relatively new concept in JTPA designed to tailor training methods to suit the specific needs of new and expanding businesses in Missouri. Customized Training expenditures rose to 10 percent of the service delivery areas' total funds provided under Title II of JTPA.

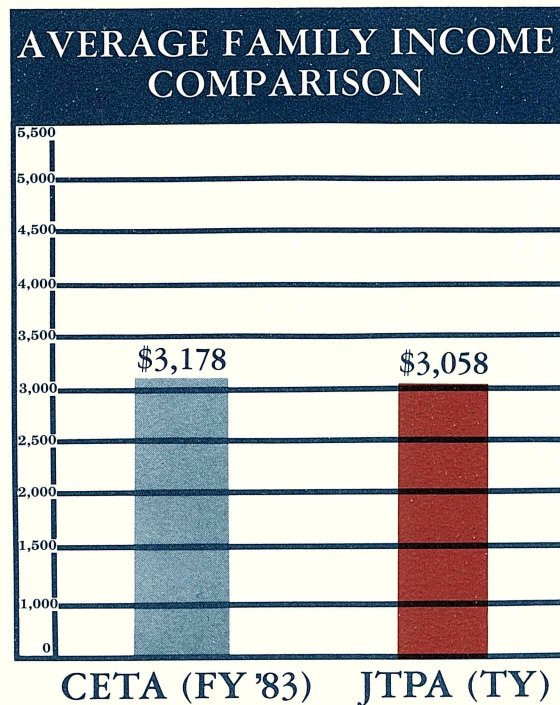
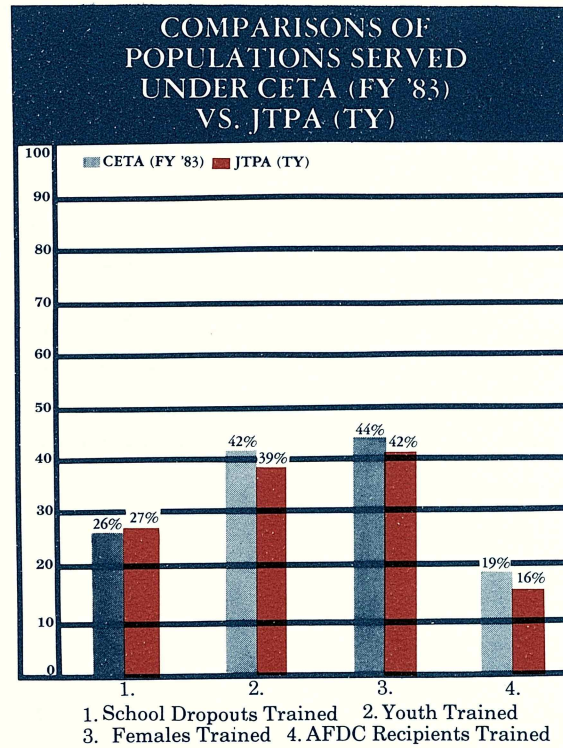
These shifts reflect the increased emphasis on job specific training with heavier involvement of the private sector in the delivery of job training under JTPA.



Participant Characteristics

This strong transition year performance under JTPA occurred without major changes in the characteristics of participants that were served under CETA. Nationally, significant concern has existed over JTPA's ability to serve participants as economically disadvantaged as were participants under CETA.

Missouri's performance indicates that the "creaming" argument did not materialize. Comparing the characteristics of CETA participants during fiscal year 1983, to the characteristics of participants served by the SDAs under Title II-A of JTPA revealed many similarities. For example, the proportion of school dropouts trained increased slightly under JTPA while the proportion of youth, females, and AFDC recipients trained stayed relatively constant. Needy families continued to be served under JTPA; the average family income of JTPA participants approximated that of CETA participants.



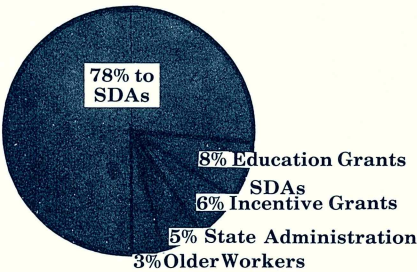
Expenditures

The total amount of funds available to the State of Missouri during the transition year of JTPA was over 51 million dollars. The transition year funding allocation to the service delivery areas under Title II-A equalled close to 21 million dollars. Of those funds available, over 15 million dollars

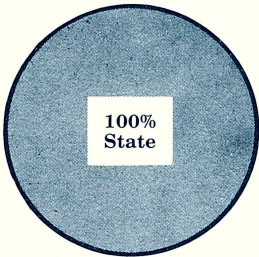
were spent by the SDAs. This represents a spending level of approximately 74 percent of the available funds. An additional 3.4 million dollars were allocated to the State of Missouri under Title III of JTPA for dislocated workers. Eighty-seven percent (87%) of these funds were spent during the transition year.

The remaining funds were used for a variety of activities including the 8% set-aside funds for customized training, 6% set-aside for technical assistance for SDAs, 3% set-aside for older workers, 5% state administrative funds, and Title II-B funds for summer youth employment and training programs.

II-A FUNDING ALLOCATION



III FUNDING ALLOCATION
(Dislocated workers)



II-B FUNDING ALLOCATION
(Summer Youth Employment & Training Programs)



Service Delivery Areas: An Evaluation of Performance Standard Attainment

Each SDA had predetermined performance standards for both adult and youth programs under Title II-A of JTPA. The performance criteria for adult programs were measured by:

1. Overall entered employment rate - Number of adults who entered employment as a percentage of the number of adults who terminated;
2. Welfare entered employment rate - Number of adult welfare recipients who entered employment at termination as a percentage of the number of adult welfare recipients who terminated;
3. The average wage at placement into an unsubsidized job - Average wage for all adults who entered employment at the time of termination; and

4. The average cost for an entered employment - Total expenditures for adults divided by the number of adults who entered employment.

Statewide, the SDAs' adult entered employment rate was 75 percent; welfare entered employment rates equalled 62 percent; the average wage at placement was \$5.81 per hour; and the average cost for an entered employment was \$2,055.

The performance criteria for youth programs were measured by:

1. Overall entered employment rate - Number of youth who entered employment at termination as a percentage of the number of youth who terminated;
2. Positive termination rate - Number of youth having a positive termination (all youth who entered employment in addition to those

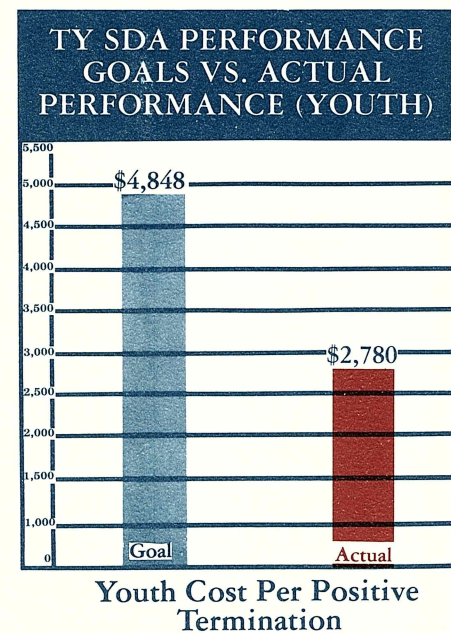
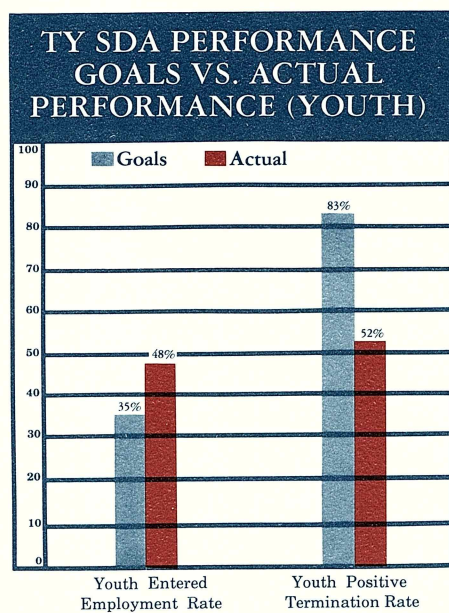
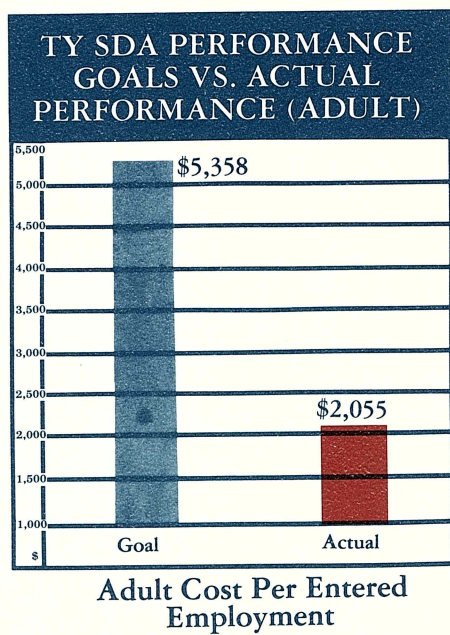
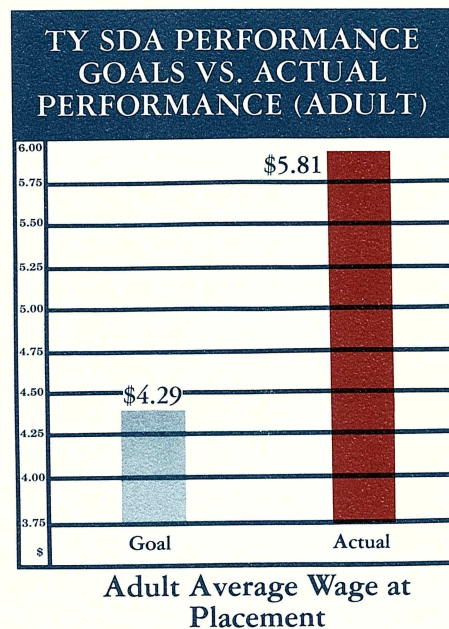
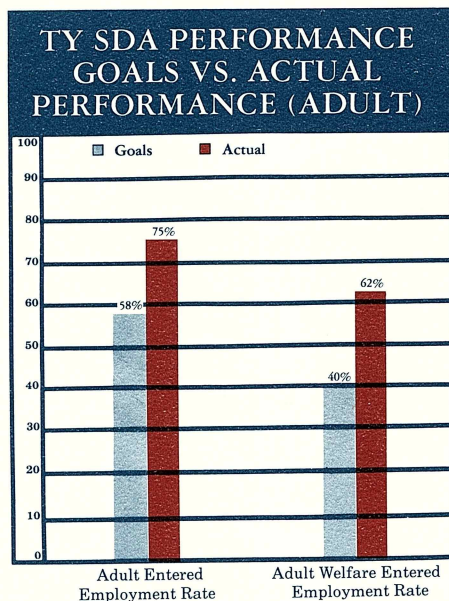
who had other positive outcomes resulting from training) as a percentage of youth who terminated; and

3. The cost per positive termination - Total expenditures for youth divided by the number of youth having a positive termination.

Statewide, the SDAs' youth entered employment rate was 48 percent; the overall positive termination rate was 52 percent; and the cost per positive termination equalled \$2,780.

One SDA met or exceeded all seven adult and youth performance standards. Seven SDAs achieved six, four SDAs achieved five, and three SDAs achieved four or less.

Service Delivery Areas: An
Evaluation of Performance
Standard Attainment



PROGRAM YEAR 1985: RECOMMENDATION FOR GOALS AND OBJECTIVES

The overall performance for the State under JTPA during the past year was commendable. It is essential, however, that we build on the successes and continue evaluating our performance. Studies on placement successes during the last four quarters of CETA and the first quarter of JTPA show that of the 104,816 firms that existed in Missouri during the study period, only 2,976 accepted an on-the-job training placement. This translates into a statewide placement success rate of only 1.88 percent. Further, in terms of success by major industry sector, the largest percentage of placements occurred in manufacturing. However, only 5.6 percent of the manufacturing firms in Missouri accepted placements.

It is evident that considerable opportunity exists for training and placement among the remaining Missouri firms during program year 1985 (July 1, 1985-June 30, 1986). While improvements were made in increasing program saturation during the first year of JTPA, we must continue to increase the total number of employers who train employees through JTPA programs. During the next 12 months, the Council's goal will be to raise the percent of firms hiring job training participants from 1.88 percent of all firms to 2.5 percent of the total firms in the State.

The Job Training Partnership Act makes available 10 percent of Title II-A funds allocated to service delivery areas for job training of handicapped persons, school dropouts, displaced homemakers, veterans, teenage parents, ex-offenders, and others who may not be income eligible but who have legitimate barriers to employment. In Missouri, and generally across the nation, the development of training and services for these populations has been inhibited by the magnitude and

complexity of the overall JTPA transition. However, over the next two program years, the Missouri Job Training Coordinating Council will work with the Private Industry Councils to fully develop the potential of this 10 percent set-aside.

Although significant numbers of economically disadvantaged youth benefit by way of part-time, temporary employment through JTPA Title II-B funded summer programs, efforts to serve youth in Title II-A year-round youth programs have not been satisfactory. Once again, this observation is not Missouri-specific but is a concern expressed throughout the country. Over the next year, the Missouri Job Training Coordinating Council, in cooperation with the State's Private Industry Councils, will develop effective methods to increase by 25 percent the enrollment and completion of eligible youth in Title II-A programs and to accelerate the implementation of competency based programs in all SDAs.

Finally, we will continue to integrate JTPA job training efforts with related activities of such State agencies as the Department of Community and Economic Development, the Department of Elementary and Secondary Education, and the Division of Employment Security. Through increased cooperation, Missouri can enhance the expansion of its Customized Training efforts which the Council believes is a most effective method for the job training system to participate in the State's effort to sustain economic expansion.

Produced by

The Missouri Division of Manpower Planning

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Jefferson City, MO 65101